

Message Text

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ORIGIN AF-08

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P R 222105Z FEB 77
FM SECSTATE WASHDC
TO AMEMBASSY MAPUTO PRIORITY
USMISSION GENEVA
INFO AMEMBASSY PRETORIA
AMCONSUL CAPE TOWN
AMEMBASSY GABORONE
AMEMBASSY DAR ES SALAAM
AMEMBASSY MBABANE
AMEMBASSY MASERU
AMEMBASSY KINSHASA

C O N F I D E N T I A L STATE 039475

E.O. 11652:GDS

TAGS: PFOR, SREF, EAID, XJ

SUBJECT: SPECIAL ASSISTANCE FOR SOUTHERN AFRICAN REFUGEES

REFERENCES: (A) MAPUTO 099; (B) STATE 17570; (C) MAPUTO 119;
(D) GENEVA 407; (E) STATE 26160

1. SUMMARY: THE DEPT. HAS ASKED UNHCR TO PROVIDE UPDATED
PROJECTIONS OF SOUTHERN AFRICAN REFUGEE NEEDS FOR CY 1977.
WE WISH TO TAKE A REGIONAL APPROACH AND, WHERE POSSIBLE,
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MAKE CONTRIBUTIONS THROUGH MULTILATERAL INTERNATIONAL
ORGANIZATIONS INSTEAD OF BILATERALLY. DEPT. BELIEVES IT
IS RESPONSIBILITY OF BOTH HOST GOVERNMENTS AND INTER-
NATIONAL COMMUNITY TO CONTRIBUTE TO WELFARE OF REFUGEES.
END SUMMARY.

2. DEPT. APPRECIATES THOUGHTFUL AND EXTENSIVE RESPONSE BY

EMBASSY TO REF B. OUR PRELIMINARY THINKING ABOUT AND COMMENTS ON RECOMMENDATIONS MADE IN REF A PRESENTED BELOW.

3. DEPT. HAS ALREADY REQUESTED, AS SUGGESTED IN REF A, THAT UNHCR PROVIDE IT WITH UPDATED PROJECTIONS OF THE NEEDS OF REFUGEES IN SOUTHERN AFRICA FOR THIS YEAR. REFUGEE SITUATION HAS CHANGED SERIOUSLY SINCE THE EARLIER PROJECTIONS WERE MADE AND WILL CONTINUE TO CHANGE. HOWEVER,

DEPT. HOPES THAT NEW PROJECTIONS WILL MORE ADEQUATELY REPRESENT CURRENT SITUATION AND ENABLE DEPT. TO PLAN ON REGIONAL BASIS. BECAUSE RECENT DATA JUDGED INADEQUATE AND SITUATION EVOLVING RAPIDLY, DEPT. HAS BEEN RELUCTANT TO TIE UNHCR'S HANDS IN ALLOCATION OF FUNDS AND HAS ACCEPTED AS GENERAL OUTLINE OF INTENT PROPOSALS OUTLINED IN REF D. RESPONSES TO REF B WILL BE USED TO EVALUATE UNHCR'S

REPORTING. REF E ASKS POSTS TO ASSESS ADEQUACY OF UNHCR PERFORMANCE. ALL REPORTING ON REFUGEE MATTERS SHOULD INCLUDE US MISSION GENEVA AS ADDRESSEE.

4. THE UNHCR PROJECTED PROGRAM FOR ZIMBABWEANS IN MOZAMBIQUE WAS INITIALLY SET AT \$350,000 FOR 1977. WE DO NOT YET KNOW IF ITS PRESENT PROJECTION REMAINS THAT LOW. IF CONDITIONS IN REFUGEE CAMPS ARE SERIOUSLY INADEQUATE, THE UNHCR INPUT WILL HAVE TO BE INCREASED. THIS MIGHT BE DONE BY A MORE RAPID DRAWDOWN ON CURRENTLY AVAILABLE UNHCR SPECIAL FUNDS WITH THE THOUGHT THAT A CONFIDENTIAL

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FURTHER APPEAL WOULD HAVE TO BE MADE BEFORE THE YEAR IS OUT. FOR OUR PART, A FURTHER US CONTRIBUTION TO THE UNHCR IN RESPONSE TO A RENEWED UNHCR APPEAL FOR ITS SOUTHERN AFRICAN REFUGEE PROGRAMS WOULD BE GIVEN SYMPATHETIC CONSIDERATION THOUGH IT WOULD BE DIFFICULT TO MAKE SUCH FUNDS AVAILABLE MUCH BEFORE JUNE 1977.

5. WE SHOULD NOT ASSUME, HOWEVER, THE CURRENT UNHCR PROGRAM IN MOZAMBIQUE IS INADEQUATE. RESOURCES PRESENTLY BEING PROVIDED TO THESE CAMPS ARE NOT EXCEPTIONALLY SMALL AS COMPARED TO SIMILAR CASE LOADS IN AFRICA. UNHCR PROGRAMS IN AFRICA, IN THE PAST, HAVE GENERALLY BEEN QUITE ECONOMICAL BECAUSE THEY CONCENTRATED ON RESETTLING RAPIDLY THE REFUGEES IN THEIR NEW ENVIRONMENT, PROVIDING THEM WITH THE WHEREWITHAL, IN TERMS OF SEEDS AND AGRICULTURAL IMPLEMENTS, TO MOVE EXPEDITIOUSLY TOWARDS SELF-SUFFICIENCY.

6. CARE SHOULD BE TAKEN NOT TO DISCOURAGE THIS PATTERN

OF UNHCR OPERATIONS FOR SEVERAL REASONS. THE MOST IMPORTANT, OF COURSE, IS TO AVOID WHEREVER POSSIBLE THE ESTABLISHMENT OF PERMANENT RESETTLEMENT CAMPS WHICH BECOME A CONTINUING DRAIN ON RESOURCES, AND FOR WHICH FUNDS BECOME INCREASINGLY DIFFICULT TO JUSTIFY. ADDITIONALLY, AN OVERLY GENEROUS UNHCR PROGRAM WOULD TEND TO RELIEVE THE MOZAMBIQUE GOVERNMENT OF ITS CURRENT CONTRIBUTION TO THIS EFFORT. CLEARLY REF A ENVISAGES EXACTLY THIS RESULT. FROM DEPARTMENT'S

POINT OF VIEW, HOWEVER, THE REFUGEES ARE BOTH A RESPONSIBILITY OF THE COUNTRY IN WHICH THEY FIND THEMSELVES AND THE INTERNATIONAL COMMUNITY. THIS IS IMPORTANT BOTH AS A GENERAL PRINCIPAL AND IN JUSTIFYING FUNDING FOR SUCH PROGRAMS.

7. EMBASSY MAPUTO NOTES DE MELO VIEW THAT MANY OF THESE
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REFUGEES HAVE NO AGRICULTURAL BACKGROUND. THIS MAY PROVE A SERIOUS HANDICAP TO USE OF PREVIOUS UNHCR RESETTLEMENT TECHNIQUES IN AFRICA. HOWEVER, THE ASSERTION NEEDS CONFIRMATION AND CAREFUL ASSESSMENT AS TO HOW BEST TO PROCEED WITH REFUGEES RESETTLEMENT.

8. THE QUESTION REMAINS AS TO WHETHER THE CONDITIONS IN THE CAMPS ARE, IN FACT, "APPALLING". IF THIS ASSESSMENT IS VALID, STEPS MUST BE TAKEN TO REMEDY THIS SITUATION. THE ASSESSMENT BY DE MELO OF THE INDIVIDUAL FACTORS INVOLVED SUGGEST THAT CONDITIONS MAY BE UNDESIRABLE, ESPECIALLY IF HIS REMARKS ABOUT WIDESPREAD MALNUTRITION ARE CORRECT.

9. WE FULLY AGREE THAT THE UNHCR SHOULD BE REQUESTED TO REVIEW THE ADEQUACY OF ITS CURRENT SUPPORT FOR ZIMBABWEAN REFUGEES IN MOZAMBIQUE. IF, IN FACT, UNHCR ASSETS PROVE TO BE SERIOUSLY INADEQUATE, UNHCR SHOULD BE ENCOURAGED TO SPEED UP THE UTILIZATION OF CURRENTLY AVAILABLE FUNDS AND ISSUE A FRESH APPEAL AS SOON AS POSSIBLE. HOWEVER, SUCH AN APPEAL WOULD BE PREMATURE UNTIL AN OVERALL ASSESSMENT OF THE REFUGEE SITUATION IN CENTRAL AND SOUTHERN AFRICA CAN BE COMPLETED.

10. DEPT. DOES NOT AGREE THAT GPRM SHOULD BE REIMBURSED FOR THEIR COSTS IN PROVIDING CARE AND MAINTENANCE FOR REFUGEES. REFUGEE FUNDS ARE LIKELY TO BE IN SHORT SUPPLY AND LOCAL GOVERNMENTS ARE LIKELY TO HAVE TO CONTRIBUTE THEIR SHARE IN MEETING THESE PROBLEMS.

11. DEPT. IS WILLING TO ACCORD URGENT AND SYMPATHETIC

CONSIDERATION TO EMBASSY PROPOSALS FOR EMERGENCY FEEDING
OF REFUGEES IN MOZAMBIQUE. WE WOULD WELCOME EMBASSY
VIEWS RE VOLUME, PERIOD OF TIME, AND APPROPRIATE DISTRI-
BUTION FOR PROPOSED PROGRAM. ASSISTANCE CONTEMPLATED
WOULD BE UNDER PL-480, TITLE II. FYI: WE UNDERSTAND
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THAT CORN AND WHEAT ARE READILY AVAILABLE; HOWEVER,
RICE NOT AVAILABLE UNDER TITLE II FOR EMERGENCY FEEDING.
END FYI. EMBASSY SHOULD CONSULT AID HANDBOOK NO. 9,
CHAPTER 7, WHICH PROVIDES GUIDELINES FOR EMERGENCY FOOD
FOR PEACE PROGRAM. IN EVENT EMBASSY DOES NOT HAVE AID
HANDBOOK WE ARE POUCHING APPROPRIATE SECTIONS, MEANWHILE,

EMBASSY MAY WISH TO CONSULT HANDBOOK AT NEAREST
AVAILABLE EMBASSY.

12. FOR GENEVA: REQUEST US MISSION REVIEW WITH UNHCR
ADEQUACY OF PROGRAM FOR ZIMBABWEANS IN MOZAMBIQUE,
INDICATING OUR CONCERN THAT A GREATER UNHCR INPUT MAY
BE REQUIRED. DEPT. WILL APPRECIATE REPORT OF UNHCR
RESPONSE AND MISSION COMMENTS ON DEVELOPING REFUGEE
PROGRAMS IN SOUTHERN AFRICA AS WELL AS CONTINUING RE-
PORTING ON THIS SUBJECT. THREE POINT; SHOULD BE
COVERED IN REPORTING ON UNHCR ACTIVITIES; (A) UNHCR
CURRENT ASSESSMENT OF NEEDS; (B) CURRENT REVISED UNHCR
PROGRAM; AND (C) IDENTIFICATION BY UNHCR OF AREAS
OF NEED FOR WHICH CURRENT REVISED PROGRAM INADEQUATE.

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Message Attributes

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